

DOCUMENT RESUME

ED 226 770

JC 820 578

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TITLE Serving and Retraining Displaced Workers in California Community Colleges.
PUB DATE Dec 82
NOTE 60p.; Graduate seminar paper, Pepperdine University.
PUB TYPE Information Analyses (070) -- Reports - Research/Technical (143)
EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *College Role; Community Colleges; Community Coordination; Federal Legislation; Financial Support; *Job Layoff; Job Training; *Reentry Workers; *Retraining; State Legislation; Two Year Colleges; *Unemployment
IDENTIFIERS *California

ABSTRACT

In spite of funding constraints and legislatively mandated growth caps, the California community colleges, as the major provider of occupational education in the state, must play a significant role in serving and retraining workers displaced by plant shutdowns and mass layoffs. In response to these problems, a study was conducted to identify the sources of funding, linkages, and legislation that community colleges can draw upon in providing services and programs to meet the unique needs and problems of displaced workers. Interviews with state and local officials and a review of the literature revealed that: (1) the typical displaced worker differs substantially from most unemployed Americans, being older, less educated, more experienced, accustomed to higher earnings, and less likely to have had recent job search experience; (2) displaced workers need counseling, job search assistance, retraining, income assistance, psychological support, and information on available resources; (3) programs for these workers should be flexible, use existing resources, maintain linkages with industry and labor, and provide comprehensive services; (4) important linkages for community colleges include the California Economic Adjustment Team, the Employment Development Department, and local community task forces; and (5) recent legislation can help to implement and support displaced worker programs. Recommendations and a selected bibliography are included in the study report. (DAB)

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CHAPTER I

INTRODUCTION

Problem

Since the beginning of 1980, at least 984 plants have been permanently shut down in California, costing 105,843 jobs, according to estimates by the State Employment Development Department.¹ These plant closures and permanent mass layoffs create economic and social problems for both the employees and the communities affected. Displaced workers require accessible, flexible, comprehensive services which require unique institutional responses and collaborative arrangements among agencies. The California community college, as the major provider of occupational education and as an institution designed to respond to local community needs, must play a significant role in serving and retraining displaced workers. However, in this era of decreased public resources and legislatively mandated growth caps, community colleges have few dollars available to commit to finance displaced worker retraining. This paper addresses this problem.

Purposes

More specifically, the purposes of this study are as follows:

1. To describe the problems and needs of displaced workers for services and retraining.
2. To identify the problems and needs of displaced workers which community colleges can and should meet.

3. To identify and report sources of funding, linkages, and legislation on which community colleges can draw in responding to the problems and needs of displaced workers.
4. On the basis of the findings in 1, 2 and 3 above, make recommendations for the establishment of programs for serving and retraining displaced workers in California community colleges.

Importance of the Problem

Over the last several years plant shutdowns and mass layoffs have become a serious problem in the United States. Data on the problem are not collected systematically, so it is difficult to determine the true extent of the problem. However, between 1975 and 1981 some 13,000 plants, employing 2.2 million workers, applied for Trade Adjustment Assistance, asserting they were reducing employment as a result of import competition.² According to the Displacement Corporation of America, nationally, about 1 million workers were laid off in 1981 because of partial or total plant shutdowns. In the first six months of 1982, 361 plants closed and it is predicted that the total for the entire year will exceed 1,000.³

In California in the past year and a half 105,843 jobs have been lost to plant closures. Nearly 38,000 of those jobs were in Los Angeles County, the heaviest toll on any county in the State, according to a study prepared for the Assembly Ways and Means Committee.⁴

While attention is primarily focused on the major industries with large numbers of persons displaced, such as the automobile, tire and rubber, steel and lumber industries, numerous small and medium-sized companies throughout the state have been affected, such as paint and glass manufacturing related to the auto industry, food processing and packaging industries related to consolidation and new technology, and changes in the general economic conditions which has affected building and related occupations such as manufacturing of insulation. No section of the State has remain unaffected by this phenomenon.⁵

According to Plant Closures Information Network at UC Berkeley, larger layoffs and plant closures in California during 1981-82 include: McDonald Douglas (3,884); Piper Aircraft (800); Kaiser Steel (3,021); World Airways (800); Max Factor (1,000); Firestone Tires (1,700); General Electric (1,000); Firemen's Fund Insurance (1,000); General Motors-Fremont (6,000); General Motors-South Gate (4,200); Intel (1,595); and National Semiconductor (1,105).⁶

When a plant shuts down the local community suffers. Both property and retail sales taxes drop. Increased social costs put a greater burden on community resources. Job loss does not stop at the one plant either. According to the Plant Closures Project, the closing of a major manufacturing plant can cause the loss of up to 3.5 more jobs for every plant job in the supporting parts, trucking, retail sales, warehousing, and public service industries that serve the plant or its workers.⁷

There is an acute need to assist workers who are permanently displaced from declining occupations and industries to assess their transferable skills and career objectives, pursue training where appropriate, and find new jobs. Workers who lose their jobs because of plant closures spend an average of six months to two years searching for work but the period of joblessness could be reduced with help.⁸

Displaced workers commonly must cope with emotional adjustments and economic hardships. Displaced workers require a comprehensive array of services including counseling, economic assistance, skill and aptitude assessment, possible retraining, and job search services. Because the potential clientele is neither large nor stable enough to justify permanent programs and staff throughout the State, coordination and linkages between agencies is essential.

The community colleges, with their community needs orientation and vast array of occupational programs, are ideally suited to play a significant role in serving and retraining displaced workers. However, declining resources, reduced staff and crowded high demand occupational programs make it difficult to respond without additional resources and cooperation with state and local agencies and organizations. Identification of the resources, linkages and legislation which will enable the community colleges to respond to the displaced worker phenomenon is the focus of this study.

Method of Study

Information included in this study was gathered through personal interviews, both scheduled and informal, with State and local officials, and a search of available resources and literature.

Resources and literature specifically on the topic of serving and retraining displaced workers in general and in California community colleges in particular are very scarce and scattered in publications and unpublished documents. However, reasonably adequate resources and literature exist on the individual areas of plant closures, displaced workers, and retraining.

The Reader's Guide to Periodical Literature, Business Periodicals Index and Education Index produced a few relevant articles and a computer search of the Educational Resources Information Center (ERIC) data base identified a journal article and six position papers. Of greatest value were documents provided by various State agencies including the California Employment Development Department, Chancellor's Office of the California Community Colleges, California Commission on Industrial Innovation and Legislative enactments. Personal files as well as participation on task forces and in meetings regarding retraining displaced workers broadened perspective and revealed additional information and sources.

Definitions of Terms

The following definitions are based largely on definitions contained in legislation related to displaced workers.

- California Community College: A locally-controlled, public post-secondary educational institution providing transfer, occupational, developmental, and community services programs.
- Demand Occupation: An occupation in a labor market area in which work opportunities are available and there is not a surplus of qualified applicants.
- Displaced Workers: (1) Workers unemployed due to plant closures or substantial layoffs. (2) Unemployed workers affected by economic or industrial changes which have resulted in loss or reduction of their employment opportunities.
- Retraining Program: A course or program of instruction which ordinarily can be completed within one year and which is intended for the primary purpose of enabling participants to obtain immediate employment in a demand occupation.
- Retraining Services: (1) Services necessary to assist displaced workers in identifying those skills they possess which are transferable to other related demand occupations. (2) Education and training activities necessary to prepare displaced workers for occupations to which their preexisting skills are readily transferable.

Scope and Limitations of Study

This study reviews the problems and needs of workers unemployed because of plant closures or mass layoffs and reports linkages and resources which California community colleges can draw upon in responding to these workers needs for retraining.

Limitations and delimitations of this study include:

1. This study addresses the current problem of displaced workers and does not review displaced workers in the historical setting.
2. This study deals only with California community colleges and does not describe the contribution to meeting the needs of displaced workers which is or could be made by adult schools, regional occupational centers, proprietary schools, community based organizations, employers, unions and other training providers.
3. This study does not attempt to detail or evaluate individual programs for displaced workers being conducted by California community colleges.
4. Because local, State, and national attention has only recently been focused on the growing problem of displaced workers, documents related to the topic are just being issued and many have not yet been entered into the usual information retrieval systems. Therefore, it is likely that some pertinent documents were not identified.

5. This study focuses on a topic so timely that responses and solutions to the problem are evolving each week. Therefore, the linkages and resources cited are current as of December, 1982, but may be significantly augmented or otherwise altered in the months ahead.
6. While this study addresses a problem of national importance and cites some federal resources which can be drawn upon, in general the results of this study will only be applicable to California.

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CHAPTER II

REVIEW OF LITERATURE

Causes of Worker Displacement

Before reviewing the characteristics, problems and needs of displaced workers, it is appropriate to briefly look at the most common causes of worker displacement in the United States. According to Barth and Reisner, worker displacement "is usually caused by structural changes in the economy. In particular, changes in demand for goods being produced, technological change, and shifts in the location of industrial activity either to other cities or other countries can cause the elimination or relocation of jobs and occupations."¹

According to Ruff,

the forces causing displacement are complex and the proposed economic prescriptions vary substantially. For example, foreign competition appears to be a force to consider in estimating the future nature of the displacement problem, yet the impact is difficult to predict accurately The nature and magnitude of the displaced worker problem will also be influenced by macroeconomic policy. If the major portion of any national effort to revitalize American industry is directed toward today's declining industries, the need for retraining and upgrading will be substantially different than if the major effort is towards assisting up-and-coming industries. Regardless many firms will likely be either retooling or relocating to reduce labor costs during the coming decade.²

On this point, Best states that current trends indicate that technological and economic change will significantly alter some fifty million of today's jobs.³ A 1981 study done at Carnegie-Mellon University

identifies 4 million factory jobs that robots may perform by the year 2000. The study identified 3 million additional jobs that robots may assume early in the 21st century.⁴

While the number of displaced workers, the causes and the industries affected can only partially be predicted, authorities do agree that displacement is likely to be a continuous problem throughout the decade.⁵

Characteristics of Displaced Workers

The typical displaced worker differs substantially from the typical unemployed American, according to several sources.

Based upon a 1975 Department of Labor survey of workers receiving Trade Adjustment Assistance (available to workers who lost their jobs because of import competition) and those receiving unemployment insurance (UI)

. . . the trade-displaced worker is older (by four years) with fewer years of education (a full year) than the average UI recipient. Some 40 percent of the trade-affected workers had been with the same employer for 10 years or more, compared with 24 percent for the UI recipient. Trade-affected workers were significantly more likely to have been union members -- 81 percent contrasted with 48 percent for UI Recipients.

The greater degree of unionization and the greater tenure with a single employer are consistent with-- indeed probably contribute to--the high pre-layoff weekly earnings of trade affected workers relative to those of average unemployed worker. In 1980 dollars their average weekly earnings were \$308 compared with \$273 for the UI recipients. Over 40 percent of the trade-affected workers earned more than \$8.80 per hour

and over 13 percent earned more than \$12 per hour. Trade-affected workers had much higher annual incomes. In 1980 dollars the typical trade-adjustment recipient had an annual family income of about \$21,500, as opposed to \$19,700 for the average American worker.

Male trade-affected workers were 17 percent more likely than general unemployed males to be heads of households. In general, trade-affected workers were more likely to be married than were the general unemployed. The significance of this fact is that it probably implies lower than average mobility and greater income-related obligations (e.g. home mortgage, larger family size).⁶

An earlier survey of displaced workers who were laid off between 1970 and 1973 was performed by Professor George Neumann of the University of Chicago and basically confirms the profile previously sketched of the displaced worker. The average job tenure of Neumann's trade-affected sample was 7.6 years greater than that of the UI sample. Earnings were 12 percent greater. The trade-affected worker had an average of 2.3 years less of education than did the average member of the UI sample.⁷

Several research studies in Pennsylvania concluded that statistically the displaced worker is older with long seniority and a strong emotional attachment to his former company. His income is considerably higher than average. He frequently has an obsolete skill, is reluctant to move, and apprehensive about retraining. Attitudinally, he is "bewildered and sometimes antagonistic because his security has suddenly been swept away. Most of all, he is in need of understanding, encouragement,

and a great deal of patience, because he faces a major crisis in his life at a time when he is least prepared to cope with it."⁸

From these studies it can be generalized that the displaced workers "differs from the general unemployed worker in that he is older, white, less educated, much more experienced, accustomed to higher earnings and income, and less likely to have had recent experience in job search."⁹

Problems of Displaced Workers

Labor and business leaders who have been involved with the problems of displaced workers emphasize that forced transitions are rarely accomplished without significant effort and hardship.¹⁰

Based on studies by Dr. Bennett Harrison of M.I.T. and Dr. Barry Bluestone of Boston College, plant closure victims take longer to find new jobs than workers laid off for other reasons. When they do find a job, the pay is usually much lower than their pay was in their former job.¹¹

Length of Time to Find a New Job

0 to 6 months

60%

6 to 12 months

15%

Over 12 months

25%

Forty nine weeks is the average time it takes for plant closure victims to find a new job.

Percentage of Wages Compared to Former Jobs

<u>Industry Closing</u>	<u>After 2 Years</u>	<u>After 4 Years</u>
Steel	54%	87%
Auto	57%	85%
Meat Packing	76%	82%

According to the Plant Closures Project, particularly hard hit are workers over 45 years old. Statistics kept at one large plant closing showed that after one year 65 percent of those workers over 45 years old were still unemployed, compared to an unemployment rate of 30 percent for those under 45.¹²

Both the Department of Labor and Neumann studies cited earlier agree that permanently laid off workers typically experience significant income losses. The Department of Labor survey showed that 49 percent of trade-affected men and 50 percent of women earned less than 75 percent of their old salaries at their new jobs. Earning losses over the three years after layoff were estimated at \$10,000-\$15,000 for those permanently displaced from jobs in manufacturing industries.¹³

In Neumann's study, displaced workers who found new jobs within a year received 30 percent less on the average in their new jobs. In Jacobson's

study of displaced workers, it was estimated that earnings over the six years after layoff were 25 percent less than what those workers would ordinarily have earned.¹⁴

A concern cited by union officials is their belief that employers are reluctant to hire laid-off auto workers because they fear laborers will return to the plant should it reopen.¹⁵

Loss of jobs also has an effect on the physical health of displaced workers. According to a resolution adopted by the AFL-CIO in 1979, displaced workers are known to have a higher than average incidence of heart disease and hypertension. Mick reports other ailments as higher uric acid levels and increased cholesterol levels.¹⁶

In Wilcick and Franke's study, Unwanted Workers: Permanent Layoffs and Long Term Unemployment, increased health problems show in the following areas:

- Mental: sense of deprivation/loss of self esteem/loss of self-identity/loss of confidence; and feelings of uselessness.
- Physical Health: increased likelihood of coronary disease; increased risk of diabetes, peptic ulcers, and gout. Increases were also found in arthritic, chronic asthma, kidney disease, respiratory disease, and skin disease.

• Family Health: increased infant mortality, pregnancy problems, malnutrition, sexual impotence, juvenile delinquency, divorce, and drug and alcohol abuse.¹⁷

Work by Ferman, Cobb, Slate, Sennet, and Brenner portray the worsened psychiatric and physiological states of men and women "cast adrift" when the plants in which they worked shut down, including the likelihood of higher rates of heart disease, suicide, child abuse and mental breakdown.¹⁸ Arthur Shostak has pointed out the frequent return of unwanted habits such as drinking, gambling, and sexual problems during periods of unemployment.¹⁹ This problem is confirmed locally by Max Scott, a member of the UAW substance abuse committee for the GM South Gate Plant, who said many of the unemployed have turned to alcohol and drugs. "The problem has doubled since the plant shut down," he said.²⁰

According to the AFL-CIO resolution the suicide rate among displaced workers is almost 30 times the national average. This is supported in statistics from the General Motors South Gate Plant where six union members have committed suicide since the plant closed in April, 1982. As reported in the Los Angeles Times, the six suicides represent a rate eight times higher than Los Angeles County's 1981 rate; in the year preceding the plant closure, no suicides were recorded at the union office.²²

According to Stephen S. Mick, "The economic deprivation associated with plant closings has been found to be strongly linked with anomie and dissatisfaction with life, reduced social integration, political alienation, economic radicalism; and destruction of closely-knit patterns of life inside and outside the plant."²³

Needs of Displaced Workers

The distinctions between displaced workers and other unemployed persons indicate that their needs after job loss differ. According to Barth and Reisner, the primary needs of displaced workers are:

- Displaced workers, more than other unemployed workers, need to be convinced that their jobs are over and that they must look anew.
- They are more likely than other workers to need job search assistance and information, as their skills in job search are rusty.
- They need retraining or assistance in relocating, or a knowledge of such opportunities.
- They may need income assistance.
- They may need psychological support to deal with the stresses of their unfamiliar situation.
- They need information with respect to the resources in their communities which can facilitate their readjustment into the labor force.²⁴

The need for "outplacement counseling" was echoed by Best who states that in addition to training and placement assistance, the displaced worker may need counseling to facilitate emotional and financial adjust-

ments, access to various forms of economic assistance, and possibly legal aid."²⁵

This was also the experience of the Orange County Community College in Middletown, New York, when responding to the needs of workers displaced when the Ford plant closed in Mahwah, New Jersey. The college found workers "stranded in an information gap" which was filled by scheduling public meetings on the chances of the plant reopening, new employment prospects, unemployment benefits, retraining opportunities, etc.²⁶

Meeting the Needs

Recommendations on how to meet the needs of displaced workers, particularly in the area of retraining, were offered by several authors.

Best described a program in which "resources can be marshalled to rapidly assess aptitudes and interests, provide training in documented areas of skill shortage, and assist job search and placement efforts."²⁷

For workers still employed but facing displacement, Best calls for the removal of institutional barriers which make use of retraining opportunities difficult. He suggests adjusting work schedules to allow employees to pursue training activities by implementing such innovations as flexitime, four-day forty-hour work weeks, voluntary worktime reduction options, extended leave of absence rights, and educational leaves. Similarly, Best encourages educational institutions to organize

and schedule services to match the time and travel constraints of workers.²⁸

Best further recommends that retraining efforts be linked directly to specific employers with job openings or highly probable job openings. He states that "evidence suggests that this is best accomplished by some form of on-the-job training. This is particularly important for workers who have actually been displaced because job-linked training would provide a reassuring framework for making a career change."²⁹

Ruff, like Best, recommends that efforts be directed towards preventive retraining and upgrading programs to help minimize anticipated displacement problems in addition to addressing the problem remedially. Retraining programs should be coordinated with the local employment service, rather than establishing new systems for identifying displaced workers.³⁰

In improving the capacity of vocational education to respond to the retraining and upgrading of displaced worker, Ruff addresses two considerations as particularly important:

Flexibility in programs. Both the content and delivery of vocational education programs need to be more flexible in order to respond to the needs of displaced workers. The length of the training must vary according to the needs of the industry and with the experience of the individuals involved; some training would be short-term and specific, while other efforts would be long-term and comprehensive. Since a large number of the displaced workers will be coming from routine skill,

labor-intensive industries and many new positions will involve new technologies, retraining will likely require upgrading in occupational science and mathematics. The age and experience of the clients involved will also have to be considered when the programs are designed. Arrangements for open-entry and open-exit to programs and credit for related work experience may be appropriate. Other arrangements regarding the time of day, day of the week, or location of training will also be required depending on the ability of workers to attend training, especially if they are working other "survival" jobs in the interim.

Cooperative arrangements with business, industry and labor. Several considerations pertinent to the alleviation of the displaced worker problem require close cooperative efforts between vocational education and business /industry and labor. They include (1) the identification of the occupations which require an upgrading of worker skills; (2) the identification of the occupations for which workers can be retrained when displaced from their current occupations; and (3) the use of facilities, equipment and/or personnel to provide up-to-date training.³¹

Like Best, Ruff believes that to maximize placement, programs could be conducted at the worksite with the content designed specifically for the new job.³²

Barth and Reisner, based on their observations, believe promising programmatic and administrative features of a displaced worker program include:

- A locally-based unit to serve as an intermediary between the displaced worker and the community on the one hand and the resources available to each, on the other.
- Information on job availability, skills in demand, and resources available to assist in adjustment.

- Vocational and psychological counseling, retraining, job search and relocation assistance.
- Involvement of all key players--management, labor, the community, and government.
- Flexibility; non-bureaucratic; non-permanent.
- Use of existing resources.³³

In summary, while the problems of displaced workers are not easily overcome, the literature suggests that a great deal can be done to assist in the successful transition to a new job.

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²⁵Best, p. V-28.

²⁶John J. McMahan, "There Was No Ford Plant In Their Future," Community and Junior College Journal 51 (March 1981): 28.

²⁷Best, p. V-28.

²⁸Ibid., p. V-26.

²⁹Ibid., p. V-30.

³⁰Ruff, p. 15.

³¹Ibid., p. 16.

³²Ibid.

³³Barth and Reisner, pp. ES-6-8.

CHAPTER III

LINKAGES, LEGISLATION AND SOURCES OF FUNDING

In order to effectively respond to the needs of displaced workers for services and retraining, the state, local governments, educational providers, labor and industry must come together to develop and implement a comprehensive community response.

State and Local Linkages

As a means to coordinate the efforts to provide assistance to workers displaced due to major plant closures or substantial layoffs, in 1980 the Governor established the California Economic Adjustment Team (CEAT). CEAT currently includes the State Departments of Employment Development, Economic and Business Development, Industrial Relations, and Education as well as the Chancellor's Office of the California Community Colleges and the Governor's Office of Planning and Research. Other entities, including the Department of Transportation and the Health and Welfare Agency, have been involved in conjunction with CEAT in assistance efforts. According to the Employment Development Department, "through establishment and maintenance of ongoing communication, CEAT further draws upon the expertise and experience of the business community, labor organizations, local government, and public and private education and employment training institutions throughout the state."¹

In addition to its coordination and communication functions the CEAT's mission encompasses:

- Assisting local communities to plan and implement effective response plans;
- Assessing future employment and economic trends within the industrial, commercial and agricultural sectors; and
- Recommending administrative actions and, where indicated, legislation to: (1) minimize harmful consequences of plant closures, (2) promote rapid reemployment of workers, and (3) revitalize the economy of affected communities.²

Under the coordination of CEAT is California's Displaced Worker Transition Program which has responded to plants closures and mass layoffs in such cities as Eureka, Santa Maria, Fremont, Salinas, Sacramento, Oakland, Hayward, Ontario, San Jose, and South Gate through the establishment of reemployment centers to "assure the coordinated delivery of reemployment services and to facilitate the transition of the displaced worker to new jobs."³

While the specific program design varies at each center, certain common components include:

- Private sector involvement, both employers and unions;
- Early involvement by firms in order to plan and administer programs;

- Skills transference assistance;
- Job search workshops, counseling, and job development;
- Provision of tailored labor market information to aid in job development and development of training programs; and
- Extensive community involvement.

Officials emphasize that the program stresses assisting displaced workers in transferring their skills to new jobs.

Activities to support this include:

- Assessment of workers' skills and prior work history;
- Referrals to jobs, supportive services and training opportunities;
- Job development contacts and promotional employer contacts;
- Job search assistance and job search training;
- Administering unemployment insurance retraining benefits; and
- Linking the services of employment and training-related agencies.⁴

Roles of the various state departments involved are as follows:

1. The Employment Development Department provides, arranges for and/or coordinates the provision of financial and counseling assistance to displaced workers.⁵

2. The Chancellor's Office of the California Community Colleges, the State Department of Education, local education agencies and the Employ-

ment Development Department jointly develop and administer short-term retraining programs for occupations and/or skills for which there are, or there are expected to be, reasonable job opportunities in the immediate future. The Employment Development Department coordinates these efforts with existing employment and training programs such as those under CETA and the California Worksite Education and Training Act (CWETA).⁶

At the state level, a Displaced Worker Education and Training Coordinating Committee composed of all involved departments coordinates state resources and provision of technical assistance to local service providers in the development of retraining programs. This committee recognizes that local education agencies, principally community colleges, regional occupational programs/centers and adult schools are the major resource for meeting the retraining needs of displaced workers. Officials feel that state-level technical assistance is beneficial in facilitating inter-district planning by various levels of educational providers in conjunction with local committees.⁷

3. The Department of Economic and Business Development works in the area of economic development to retrain businesses in the State and develop new ones.⁸

4. The California Health and Welfare Agency, through its Displaced Worker Assistance Task Force, assures coordination at the State level with the Departments of Mental Health, Health Services, Rehabilitation,

Alcohol and Drug Abuse, Child Development Services, and other State departments which can provide technical assistance and help in identifying resources available through their local affiliates.⁹

5. The California Department of Transportation (CALTRANS) addresses the lack of suitable transportation which has been found to be an obstacle to workers in securing new employment or undertaking retraining. In response to Senate Bill 1116 (Greene), \$300,000 in the CALTRANS' budget has been earmarked for a demonstration program to test new approaches to expanding ridesharing options open to displaced workers needing transportation to training or employment. Car pools, van pools or commuter buses are used in five demonstration projects: South Gate, Fremont, Fontana, Salinas, and Santa Maria.¹⁰

6. The Employment Data and Research Division of the Employment Development Department, through its labor market information program, provides economic, employment, industrial and occupational data. This information, disseminated in various regular and special reports, can be useful for planning training programs.

ED & R has further developed worker assessment system which can be used to plan short-term transitional training which builds upon pre-existing skills. This often incorporates the following components:

- a. Analysis of each worker's current occupation, including types/levels of skills and job characteristics;

- b. Determination of related occupations to which these preexisting skills/experience are most readily transferable and assessment of training necessary to meet job specifications of a new employer;
- c. Identification of employers, within a feasible commute area, and development of appropriate employer-based skills and/or worksite training.

Staff will provide assistance to educational providers in planning and designing occupational transition and retraining services.¹¹

7. The Department of Industrial Relations, through its Division of Apprenticeship Standards, promotes and develops State registered and approved apprenticeship or other on-the-job training programs. Training agreements describe work processes through which the trainee is rotated during on-the-job training, provisions for related and supplemental instruction, a progressive wage schedule, and other conditions of training and employment.¹²

8. The Governor's Office of Planning and Research serves as the liaison between the governor and the other agencies and provides research support.¹³

At the local level, community task forces are frequently established. The task forces bring together business, labor, local elected officials and State and local agencies to provide a forum for issues and the formulation of response strategies. They are sometimes organized into committees such as retraining, finance, employer job commitment, and legislation.

According to the Employment Development Department, the basic objectives of community task forces are as follows:

1. To increase cooperation, coordination, availability and effectiveness of displaced worker services by minimizing overlap and duplication of resources and using available resources to their best advantage.
2. To provide a forum for exchange of information on displaced worker needs so as to develop ways to best meet those needs.
3. To facilitate a positive economic environment for business maintenance and expansion.¹⁴

Functions of the community task forces include:

1. To oversee and coordinate activities relating to employer outreach, new legislation affecting displaced workers, reemployment center activities, training efforts, fund raising, and communication with involved parties.

2. To develop action related to mortgage and credit relief; regional economic development strategies; bridging the gap between employers, training needs and training offered; employer input to government regarding restrictive regulations or impediments to business expansion or maintenance; and small business assistance.¹⁵

Pertinent Legislation

There are a number of significant pieces of recent federal and State legislation which address displaced workers in whole or in part. Following is a discussion of these enactments.

- The Displaced Worker Education and Training Act of 1982 (S.B. 1109, Greene) declares that it is the policy of the State of California to provide occupational transfer and retraining services to displaced workers to prepare them for jobs in demand occupations and thus mitigate the adverse effects of plant closures, mass layoffs, job loss and long-term unemployment."¹⁶

The major components of S.B. 1109 are as follows:

1. Education and training programs undertaken for displaced workers shall build upon existing delivery systems and not unnecessarily duplicate or compete with vocational courses and employment and training programs receiving existing federal and State financial resources.

2. The Employment Development Department, in conjunction with the Chancellor's Office of the California Community Colleges, the State Department of Education, the Department of Economic and Business Development, and the State Department of Industrial Relations, shall submit to the Legislature a plan for implementation of the act. These same agencies are also required to submit a subsequent evaluation of the effectiveness of the act.

3. In order to provide for implementation of cost-effective occupational transfer and retraining programs and services which are responsive to the immediate needs of displaced workers, the Board of Governors of the California Community Colleges may grant waivers in whole, in part, or with conditions as deemed appropriate, from sections of the Education Code which would "inhibit the design or implementation of programs or the delivery of services."

The following Education Code provisions could be waived:

- a. Article 2 (commencing with Section 78030) which limits interdistrict attendance.
- b. Section 87274 which restricts the immediate hiring of teachers.
- c. Section 84500.1 which requires districts to offer only those courses which are open to the public.
- d. Section 87295 which requires courses to be taught by teachers holding a valid certification document.

At its September 16-17, 1982 meeting the Board of Governors of the California Community Colleges adopted a resolution delegating to the State Chancellor the authority to grant waivers of the above sections and establishing an application process.¹⁷

• The Regional Employment Assessment, Job Search Assistance, and Placement Services for Displaced Workers Act of 1982 (S.B. 1118, Greene) declares it is state policy to provide workers displaced due to plant closures, layoffs or reduced economic activity or labor market demand with employment assessment, job search assistance, and placement services in order to avoid the adverse effects of job loss and long-term unemployment.¹⁸

The Employment Development Department, in conjunction with the State Department of Education, the Chancellor's Office of the California Community Colleges, the Department of Economic and Business Development, and the Department of Industrial Relations will implement the act through the Displaced Worker Reemployment Program which will serve approximately 8,000 persons.

The principal objectives of the Displaced Workers Reemployment Program are:

1. To provide services through a network of 15-20 sites of which 8-12 will be separate identifiable reemployment centers established specifically for displaced workers. In instances when a separate center is not established, services will be provided at local EDD offices.

2. To decrease the length of unemployment of the workers receiving special services as compared to other displaced workers not receiving such services. This will be accomplished by providing job search workshops, including a skill transference component, job placement and other job oriented services.

3. To develop retraining plans under the unemployment retraining benefits provisions of the Unemployment Insurance Codes for approximately 1,000 displaced workers.

4. To secure affected employer's financial or in-kind contributions to the reemployment efforts for the workers.

5. To secure financial or in-kind contributions for retraining from local community colleges, adult education/regional occupational centers, and CETA prime sponsors.

6. To establish community support groups.

7. To secure participation of lending institutions to provide counseling to displaced workers on financial/debt matters.

8. To organize special job development efforts using employer, union and community groups.

9. To provide specialized site-specific labor market information for skill transference workshops, job development and training program development.

10. To build the capacity within local communities to take the lead role in organizing a response to future plant closures.¹⁹

- The Budget Act of 1982 provided \$2 million to the Employment Development Department to implement the provisions of S.B. 1118. This act also provided funds to the California Community Colleges which will be discussed under "Investment In People" in the funding section of this paper.

- The California Training Benefits (CTB) Program (S.B. 1115, Greene) offers unemployed workers an opportunity to acquire new skills which will make them more competitive in seeking and obtaining stable employment. Unemployed workers with obsolete or inadequate job skills can receive unemployment insurance benefits while undertaking retraining in skills required in demand occupations.²⁰

- The Training Extension Benefit Program (A.B. 11, Lockyer) permits certain unemployment insurance claimants unemployed due to plant closures 26 added weeks of benefits if they are enrolled in a retraining program under the provisions of S.B. 1115 by December 31, 1982.²¹

- The federal Trade Act of 1974, as amended in 1981, provides that workers displaced due to closures/layoffs of firms certified by the

Department of Labor as adversely affected by foreign imports may qualify for federally funded trade adjustment allowances (TAA) including:

1. Job search allowances to seek work out of their area of residence;
2. Job relocation allowances to assist in moving family and household goods to accept work in a new area; and
3. Training related costs such as tuition, books, or materials needed during a period of retraining to learn new skills.²²

Further discussion of TAA is included in the funding section of this paper.

• The California Worksite Education and Training Act (CWETA) (S.B. 132, Greene) is a program under which business, labor and education cooperate to create tailor-made training programs combining classroom instruction with employer-based worksite training. The electronics and high technology industries, health care services and machine trades have been a priority focus during the first three years of the program.

Workers displaced due to plant closures have been designated as a target group by CWETA and 15 percent of CWETA's entry-level participants have been displaced workers.²³ Further discussion of CWETA is included in the funding section of this paper.

- The Employment Training Panel (A.B. 3461, Johnston) was enacted "to establish an employment training program which shall foster job creation, minimize employers' unemployment costs, and meet employers needs for skilled workers by providing skills training to unemployment insurance claimants, recent exhaustees of unemployment insurance who have remained unemployed, and potentially displaced workers who would otherwise become unemployment insurance claimants."²⁴ Further discussion of the Employment Training Panel is included in the funding section of this paper.

- The federal Job Training Partnership Act of 1982 (S.B. 2036), which succeeds the Comprehensive Employment Training Act (CETA), authorizes a program of assistance to long-term unemployed workers or those who have been terminated or have received a notice of termination as a result of a permanent closure of a plant or facility. Such services includes job search assistance retraining, relocation assistance, and supportive services. Further discussion of JTPA is included in the funding section of this paper.²⁵

- The California Work Share Unemployment Insurance Program averts sudden layoffs by allowing firms to reduce their workforce by employees working less than full-time and drawing partial unemployment insurance benefits. This can provide the means for the employer to put in place a more orderly phase-out of its production and assembly lines.²⁶

Sources of Funding

The California community colleges, however sympathetic to the needs of displaced workers for retraining, in this era of decreased public resources and legislatively mandated growth caps find it difficult, if not impossible, to fund special programs for displaced workers out of its State apportionment. Therefore, community colleges must look to other sources to support these efforts. Some of these sources are described below.

- Trade Adjustment Assistance (TAA). Under the Trade Act of 1974 workers in plants that have been certified by the Secretary of Labor as having shut down or engaged in a mass layoff as a result of import competition can receive 52 weeks of cash benefits equal to 70 percent of their previous weekly wage. Workers who register for training can receive another 26 weeks of benefits.

Under the TAA provisions, workers are also covered for training related costs such as tuition, books, or materials needed during the retraining period.

The Employment Development Department is responsible for receiving and processing all applications for training and negotiating and contracting with educational institutions to provide training designed to achieve skills transference or to learn new skills. TAA funds may be used to purchase individual slots in existing programs or to fund a special class-size group. An example of a group contract negotiated under TAA

is the Los Angeles Trade-Technical College program to train 25 displaced workers from the South Gate General Motor Plant to become digital technicians.

During FY 1982, California received a \$1.5 million federal allocation for TAA activities.²⁷

• California Worksite Education and Training Act (CWETA). CWETA, a three-year old program, funds job training programs which integrates classroom instruction with entry-level and career worksite training for persons with inadequate or obsolete job skills, including displaced workers. A CWETA project begins with an employer that needs trained entry-level workers or to upgrade current employees. CWETA brings that employer, any labor union that represents its workers, and a local community college or adult school together to work out a specific training program for the jobs the employer needs filled. Community colleges and public adult schools have priority for providing training under CWETA. In exchange for CWETA assistance, the employer agrees to hire in an entry-level program or promote in an upgrade program all those who successfully complete the training. CWETA spends between \$2,000 and \$4,000 per trainee.²⁸ Examples of current CWETA programs with significant numbers of displaced workers include those with General Dynamics, Northrop, the National Tooling and Mechanical Association and Infomag, Inc.²⁹

CWETA was initially funded for \$25 million in 1979 and was allocated an additional \$10 million for FY 1982-83.

• The Governor's Special CETA 4% Grant. The State CETA Office this year designated displaced worker retraining services as a priority for funding under the Governor's 4 percent discretionary fund.³⁰

Additionally, in furnishing CETA prime sponsors with allocations under the Governor's Special Grant for Vocational Education Services, the State Department of Education--Office of Vocational Education, in conjunction with the State CETA Office, have requested that CETA prime sponsors give priority in the use of these funds for targeted training populations including displaced workers.³¹

• CETA/Department of Labor Funds. The Department of Labor is making \$8,000,000 available to assist areas heavily impacted by large numbers of displaced workers. The CETA prime sponsors in Alameda County and Los Angeles County are two of seven prime sponsors eligible nationwide to apply for the grants. Alameda County is seeking \$1,500,000, of which an estimated \$687,000 is to be available for retraining displaced workers. Los Angeles County is asking for a total of \$1,100,000, and it is expected that a substantial portion of the grant will be used for the retraining of workers displaced by closures at three to six sites in the area.³²

• Special Department of Labor Training Funds. A joint request has been made by the State of California, General Motors and the United Auto Workers for \$250,000 to assist workers displaced at the closed GM plants in Fremont and South Gate. The funds would be matched by GM/UAW and

would support innovative approaches to worksite training in conjunction with necessary classroom instruction in occupations with actual or highly likely job openings.³³

• Vocational Education Act Subpart 2 Basic Grant and Subpart 3 Program Improvement and Supportive Services. To the extent possible, the Department of Education will endeavor to use a portion of VEA carry-over funds for displaced worker services particularly in instances where these funds can be used as a match with private sector resources.³⁴

• Investment In People. In the Budget Act of 1982 the California community colleges were allocated \$2 million to provide and expand employer-based, high technology programs and, at the same time, to stimulate the provision of matching funds from other sources (industry, CETA, CWETA, VEA and GM/UAW). \$550,000 of the funds were targeted for training programs serving displaced workers. These training programs are to be employment-based provided on a short term basis to conform with unemployment insurance benefits, and focused on training for jobs with a future.³⁵

Examples of projects funded under the displaced worker component of Investment In People include Los Angeles Harbor College (information processing and industrial mechanic), Los Angeles Trade-Technical College (digital technician, electronics technician, welder, machine operator and diesel mechanic), Chabot College (drafting) and Merritt College (electronics).³⁶

• GM/UAW Joint Training Fund. On September 24, 1982, the State of California and General Motors/United Auto Workers Retraining Committee signed a Memorandum of Understanding to provide retraining and related assistance to eligible GM employees displaced as a result of the plant closures in Fremont and South Gate. The memorandum committed up to \$4 million from the GM/UAW Joint Training Fund to match similar amounts in state resources from various agencies.

Subsequent to the signing of the Memorandum of Understanding, GM/UAW entered into separate contracts with individual State agencies. The Chancellor's Office of the California Community Colleges was involved in two contracts. One contract, in the amount of \$200,000 is to be used in conjunction with Investment In People funding. The second is in conjunction with the State Department of Education which includes \$2 million for Vocational Education Act (VEA) monies to be matched with \$2 million in GM/UAW funds. It is anticipated that at least half of the funds provided for in this contract will be distributed to community colleges in the general vicinity of the Fremont and South Gate plants.³⁷

• Employment Training Panel. The Employment Training Panel, which becomes operative January 1, 1983, reallocates \$55 million a year, for a four-year period, from the unemployment insurance fund for the purpose of training past, current or potential unemployment insurance recipients in skills needed by employers. Contracts can be written with a local educational agency if the following can be demonstrated: (1) record of effectiveness in placement and retention of former trainees and employer

satisfaction with former trainees; (2) labor market demand for the proposed training, including the documented need of specific probable employers for workers trained in the skills proposed; and (3) that the training prepares trainees in a manner satisfactory to probable employers (i.e., employer involvement in course preparation and curriculum development).³⁸

• Job Training Partnership Act of 1982. This Act, which takes effect in October, 1983, provides a separate authorization and program of assistance for displaced workers in all states. Services which may be provided to displaced workers include, but are not limited to, job search assistance and job clubs, job development, training in job skills for which demand exceeds supply, supportive services including commuting assistance and counseling, pre-layoff assistance, relocation assistance, and programs in cooperation with employers or labor organizations for early intervention in the event of facility closures. An equal match from non-federal sources is required for the use of the funds under this provision.³⁹

In summary, there appears to be great potential for funding retraining programs for displaced workers which at the same time strengthen the bonds between private industry, labor, community colleges and local communities.

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- ¹⁵Ibid., pp. 42-43.
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- ¹⁷"Delegation of Authority for Waivers under SB 1109," agenda item at September 16-17, 1982, meeting of the Board of Governors of the California Community Colleges.

¹⁸The Regional Employment Assessment, Job Search Assistance, and Placement Services for Displaced Workers Act of 1982, California Unemployment Insurance Code, secs. 9970-9974.

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²⁰Unemployment Compensation Benefits: Eligibility, California Unemployment Insurance Code, sec. 1274.

²¹Unemployment Insurance: Retraining Benefits, California Unemployment Insurance Code, sec. 1274.35.

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SUMMARY, CONCLUSIONS, RECOMMENDATIONS

California community colleges, as the major provider of vocational education and as community-based institutions, can and should play a major role in the efforts to deal with mass layoffs and plant closures in the State. Community colleges have the staff, the facilities, and the experience to provide high-quality, job-oriented training that can be tailored to suit special needs. While the problems of displaced workers are many, a great deal can be done to assist in the successful transition to a new job. Further, there appears to be a great potential for funding retraining programs for displaced workers which at the same time strengthen the bonds between industry, labor, community colleges and local communities.

In establishing a program for serving and retraining displaced workers, community colleges should consider including the following elements and activities:

1. Linkages: Close working relationships and on-going coordination with participating employers, unions, the Employment Development Department, community task forces and other involved agencies should be established.

2. Employment and Economic Data: Information on area employment and economic trends should be obtained from the Employment Development Department, industry, chambers of commerce and other sources and training activities should be coordinated with local and state economic development programs where possible.

3. Worker Assessment: A comprehensive program should include--
- a. analysis of each worker's current occupation, including types/levels of skills and job characteristics,
 - b. determination of interests, aspirations and goals,
 - c. as appropriate, administration of aptitude tests, and
 - d. identification of related occupations to which pre-existing skills/experience are most readily transferable and assessment of training necessary to meet new job specifications.
4. Supportive Services/Counseling: Workers should be directed to on-campus offices/services such as financial aid, child care center, counseling, career center, and tutoring. In addition, referrals to external agencies which can provide health and mental health service, family counseling, alcohol and drug abuse counseling, and financial advice and income assistance should be made.
5. Retraining Programs: Maintenance of a high degree of flexibility in the retraining component is necessary to enable the design of training (delivery method, curriculum, duration, and mix of on-the-job training and classroom activities) to be tailored to the needs and specifications of participating employers and workers. Retraining programs should--
- a. build maximally upon the existing skills that workers have acquired in their previous occupations,
 - b. prepare workers for actual or highly probable job openings in demand occupations,

- c. prepare workers in the specific skills necessary for job success and be sufficiently modular to enable workers to concentrate only in the training components they require,
- d. promote industry and labor participation in identifying workers existing skills, determining their training needs, and placing them in new occupations,
- e. utilize to the extent possible training methodologies which use industry sites, equipment and expertise, and
- f. provide for tutoring and/or remediation in basic skills, as required, in addition to more obvious job-related abilities.

6. Job Search Assistance and Placement: Liaison should be established for the purpose of referrals with the Employment Development Department, reemployment center, community task force, college advisory committees and on-campus placement offices. In addition, job search workshops should be conducted to teach how to locate job openings, how to solicit interviews, how to interview, how to prepare a resume and similar skills.

7. Funding: Multiple sources of funding should be sought including support from affected firms, unions, and local, state and federal government.

8. Monitoring and Evaluation: A system for gathering and maintaining data on retraining services provided workers should be implemented, progress should be monitored, and an independent external evaluation should be conducted, if possible.

To solve the problems of displaced workers--or the larger economic problems of the nation which create displaced workers--will require the cooperation of all segments including industry, labor, government and education. The community colleges are a vital link in this chain.

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